

Historic, archived document

Do not assume content reflects current scientific knowledge, policies, or practices.

UNITED STATES DEPARTMENT OF AGRICULTURE
^{5a}
WASHINGTON

^B
PLAN OF THE U. S. DEPARTMENT OF AGRICULTURE
FOR AN EMERGENCY PERIOD
FOLLOWING A MASSIVE ATTACK
ON THE UNITED STATES

U. S. DEPT. OF AGRICULTURE
NATIONAL AGRICULTURAL LIBRARY

NOV 24 1969

C & R-PREP.

²
Prepared by the U. S. Department of Agriculture,
for the Office of Emergency Preparedness

DECEMBER 1968

aS21

.A995
1968

U.S. Dept. of Agriculture.

Plan of the U.S. Department of Agriculture
for an emergency period following a massive
attack on the United States. Washington,
1968.

12 p.

Issued Dec. 1968.

(12) 1. Civilian defense. 2. Survival
planning. I. U.S. Office of Emergency
Preparedness. II. Title.

250558

Plan of the U. S. Department of Agriculture for an Emergency
Period Following A Massive Attack on the United States

CONTENTS

- i. Preface
- I. Introduction
- II. Delegation of Authority
- III. Responsibilities for Emergency Action
- IV. List of Emergency Action Documents
- V. Emergency Organization, Functions and Staffing

APPENDIX

- 1 List of Emergency Action Documents
Exhibit A

Prepared by the U. S. Department of Agriculture for the
Office of Emergency Preparedness

P R E F A C E

This U. S. Department of Agriculture plan summarizes the measures to be taken following a massive attack on the United States for the management of the Nation's food resources, rural fire control and related agricultural responsibilities of the U. S. Department of Agriculture (USDA) and the way in which these actions will be carried out.

It is issued by the Office of Emergency Preparedness under its continuing responsibility for coordination of civil emergency preparedness measures. Its issuance at this time is not related to any particular situation, current or foreseen. It represents efforts over a period of years to provide the means whereby the USDA can effectively administer the Nation's agricultural resources in the event of a crippling attack on the United States.

Specific responsibility for the development and issuance of this plan is contained in the various acts of Congress assigning agricultural responsibilities to the USDA, such as the Defense Production Act, and Executive Orders 10480, 10958, and 10998. These provide the authority for the development of plans for emergency resources management by the USDA following policies and overall guidance provided by the Office of Emergency Preparedness (OEP). 1/

1/ The specific documents referred to here and subsequently are listed by title and included as Appendix 1.

Plan of the U. S. Department of Agriculture for an Emergency Period Following a Massive Attack on the United States

I. INTRODUCTION

- A. Purpose: The purpose of these plans is to outline the method that will be used to enable the USDA to carry out its emergency responsibilities in the period following a nuclear attack. These plans include measures for implementing standby Presidential Emergency Action directives and Office of Defense Resources (ODR) directives in the matter of national food and related agricultural resource management responsibilities after a nuclear attack on this country.
- B. Authorities: Most of the authorities required for action planned by the USDA in any type of emergency are included in the regular authorities and basic legislation for the Department of Agriculture. The Commodity Credit Corporation Charter Act also includes authorities which will assist USDA in carrying out its emergency responsibilities.

The Defense Production Act of 1950, as amended, together with Executive Order No. 10480 and Defense Mobilization Order 8400.1 authorize the Secretary of Agriculture to administer under certain conditions priorities and allocations programs relating to food and domestic distribution of farm equipment and commercial fertilizer. The Federal Civil Defense Act of 1950, as amended, authorizes the Secretary of Agriculture to provide USDA food to State and local governments if the President so requests.

It is assumed that such additional authorities as are needed (such as that for requisitioning those resources for which the USDA has functional operation and priorities and allocations responsibilities) will be provided by the President and the Congress to USDA. As indicated in II below, these authorities may be in the form of redelegations to the USDA by the ODR of authorities granted to it or to its predecessor, the Office of Emergency Preparedness (OEP), or the Department of Defense of authorities received from the President and the Congress.

II. DELEGATION OF AUTHORITY AND POLICY GUIDANCE

Standby plans for the Office of Defense Resources call for it to provide delegations of authority or participation by the USDA relative to the following:

- (a) Priorities for use of resources,
- (b) Establishment of a Defense Resources Board,
- (c) Use of priorities and allocations authority with respect to food and the domestic distribution of farm equipment and commercial fertilizer,
- (d) Requisitioning authority over food at wholesale level and above, farm equipment, fertilizers, equipment and supplies for rural fire suppression, and related facilities,
- (e) Emergency contracting authority,
- (f) Plant seizure, and
- (g) Construction and operation of emergency facilities.

ODR may also issue other policy directions and orders which will indirectly affect USDA operations. These may cover such areas as:

- (a) Import and export controls,
- (b) Price and wage controls,
- (c) Manpower restrictions,
- (d) Fiscal controls, and
- (e) Withdrawals from National stockpiles.

USDA emergency program actions will be developed (or modified) to conform with such ODR direction and policy guidance. The areas within which USDA will function in an emergency and do its planning in the preemergency period are defined in Executive Orders 10958 and 10998.

III. RESPONSIBILITIES FOR EMERGENCY ACTIONS

Under delegated authority (Executive Orders 10958 and 10998), the Secretary of Agriculture is responsible for developing emergency plans for defense program functions relating to:

- (a) Agricultural production,
- (b) Food processing, storage and distribution through the wholesaler level,
- (c) Salvage of food and rehabilitation of food and farm facilities,
- (d) Stockpiling of food,
- (e) Purity and wholesomeness of meat and meat products, poultry and poultry products in establishments subject to USDA inspection,
- (f) Claiming food supplies for the civilian population; analyzing food requirements and supplies; and allocating food supplies to claimant agencies,
- (g) Cooperation with the OEP on economic stabilization and rationing policies and with the Office of Civil Defense, Department of Defense, on civil defense programs,
- (h) Protection of crops, livestock, and products thereof from biological and chemical warfare,
- (i) Radiological defense for agricultural purposes,
- (j) Domestic distribution of farm equipment and fertilizer,
- (k) Use of facilities associated with agricultural production, food processing, storage and distribution, and domestic distribution of farm equipment and fertilizer,
- (l) Claiming materials, manpower, equipment, supplies and services needed to support food and other program responsibilities,

- (m) Analyzing attack and assessing its effects on assigned resources,
- (n) Research on agricultural matters relating to defense,
- (o) Defense information and education,
- (p) Emergency credit assistance to farmers and the food industry,
- (q) Rural fire defense, and timber production, including production and utilization of forest products, in cooperation with the Department of Commerce,
- (r) Emergency agricultural use of soils and water, and
- (s) Agricultural statistics relating to defense.

The assignments of these responsibilities to agencies within the USDA have been made in Title I, Chapter 4 of the USDA Administrative Regulations. These assignments to USDA agencies relate as closely as possible to their peacetime responsibilities. These Administrative Regulations provide that "Defense responsibilities are regarded as regular program activities and are of equal priority with all other programs."

The Secretary of Agriculture has made a "Provisional Delegation of Authority" to specified persons to act for him in a defense emergency. Each agency within USDA which has defense responsibilities has established a similar delegation. Officials authorized to act in an emergency have been provided standby instructions.

Procedures have been developed in the USDA for alerting National office persons and USDA State Defense Boards in case of emergency. Alerting procedures within USDA agencies have also been developed. Each person with a relocation assignment has been instructed on the method by which he will be directed to relocate and how and where he shall go. The general directions for USDA headquarters personnel are included as Section 6 "Relocation of USDA Personnel at the National Level in an Emergency" of Title 1, Chapter 4 of the USDA Administrative Regulations.

Authorities redelegated by the Secretary include:

- (a) Delegation 1 - Emergency Delegation of Priorities and Allocations Powers. Includes authority to USDA State and County Defense Board Chairmen and certain other USDA field offices to act for the Secretary in case communications are inoperative and they cannot contact higher USDA authority.
- (b) Delegation 2 - Secretary of Interior - Delegation of Authority With Respect to Fishery Commodities or Products. Includes authorization to the Secretary of Interior to take such actions as are needed to insure the necessary emergency production of fishery commodities or products, and to claim through the USDA such materials as are necessary with respect to this delegation.
- (c) Delegation 3 - Designation of Claimant Agencies With Respect to Food. As a step in fulfillment of the Secretary's responsibilities relative to priorities and allocations, it designates claimant agencies before the Secretary of Agriculture with respect to food. These agencies include the Department of Defense with respect to military requirements for all persons eating out of military supplies; Department of Commerce with respect to requirements for food for nonfood industrial uses; Department of State with respect to non-military foreign requirements; Department of Interior with respect to food for civilians in United States possessions, territories and trust territories, and retains in USDA claimancy for requirements for food for all persons eating out of civilian supplies and for all other domestic non-industrial uses in the States of the United States, Puerto Rico, the Virgin Islands and the District of Columbia.
- (d) Delegation 4 - Census Bureau - Delegation of Authority With Respect to Certain Reports Under Defense Production Act. The Bureau of the Census is authorized in this delegation to secure reports as provided by the Defense Production Act in compliance of requests of

officials in the USDA in an emergency by using authorization under Executive Order 10480.

- (e) Delegation 5 - Procurement and Use of Commodity Credit Corporation (CCC) Commodities - Emergency Delegation. Gives authority to certain USDA field offices, in such times as communications are inoperative with higher USDA authorities, to procure agricultural commodities and to make available agricultural commodities in CCC stocks as requested by the President or his delegate during the existence of a state of civil defense emergency.
- (f) Delegation 6 - Administration of Agricultural Stabilization and Conservation Service (ASCS) Programs - Emergency Delegation. Delegates to the Chairmen of USDA State and County Defense Boards the powers and authorities of the ASCS Administrator under regulations governing production programs of the ASCS. These powers and authorities are to be exercised within prescribed limitations and only at such times as communications are inoperative between the headquarters of such boards and higher USDA authority.
- (g) Delegation 7 - Administration of Commodity Credit Corporation Activities - Emergency Delegation. Authorizes the Directors of ASCS Commodity Offices, within assigned areas of responsibility, to act for the Executive Vice President of the Corporation during such periods of time as communications are inoperative between such Commodity Offices and National headquarters.

IV. LIST OF EMERGENCY ACTION DOCUMENTS

In addition to the authorities, assignments and delegations described above USDA provides detailed instructions to its field offices and its National headquarters staff which have defense assignments. These include:

- (a) USDA State Defense Operations Handbook (Revised May 1968). This handbook provides the USDA State Defense Boards with instructions on how to prepare

for and to carry out their emergency functions. It includes chapters for each of the major program activities in an emergency. It also includes executive orders, administrative regulations, references to delegations necessary and appropriate for carrying out these responsibilities, and reporting procedures for use in a post nuclear attack period.

- (b) USDA County Defense Operations Handbook (Revised May 1968). This handbook provides the USDA County Defense Boards and Metropolitan Area Defense Boards with instructions on how to prepare for and carry out USDA emergency responsibilities. It also includes pertinent executive orders, administrative regulations, and references to delegations or authorities which may affect their emergency operations. This handbook also indicates reports to be made and reporting procedures for use in a post-nuclear attack period.
- (c) Order Relating to Petitions and Appeals. This order provides the procedure for petitions and appeals which may be filed under any emergency order that USDA may issue. It was published as a Notice in the Federal Register of May 29, 1968 as USDA Defense Food Order No. 1.
- (d) Food Management Documents. The procedures which USDA will use in a post-nuclear attack situation for controlling the resupply of food from primary food facilities which will be under USDA control to retail type outlets under local government food management distribution control responsibility are included in USDA Defense Food Order No. 2. This order was published as a Notice in the Federal Register of May 29, 1968. The instructions for the interpretation and use of Defense Food Order No. 2 were published and distributed to appropriate USDA field offices in July 1968. These instructions included drafts of sample Defense Food Sub-orders which will be issued to implement the desired food management responsibilities. The instructions indicate which of these sub-orders shall be issued under various types of conditions.

- (e) Documents Relating to Distribution and Use of Seed. USDA emergency procedures for controls on the distribution and use of seeds important in an emergency for farm production are covered in Defense Food Order No. 3. The purpose of this order is to control the distribution and use of eighteen important seeds customarily sold for planting and production of agricultural crops. This seed order was developed with the assistance and cooperation of the seed trade and will provide an orderly means immediately following an attack of assuring the best possible use of remaining seed supplies.
- (f) Documents Relating to Distribution and Use of Feed. Defense Food Order No. 4 is being developed to provide for post-nuclear attack controls over the distribution and use of feed for livestock. In certain areas of the country, livestock producers, poultrymen and milk producers are heavily dependent upon commercial feeds for their continued operation. Supplies of such feed on hand are normally small and distribution controls will probably be necessary to assure proper distribution in a post-attack period. As in the case with other Food Orders, the procedures to be followed are being developed in cooperation with the feed industry.
- (g) Documents Relating to Distribution and Use of Fertilizer. USDA's responsibility in the case of fertilizer includes controls on domestic distribution and use in emergency situations. Procedures to be used in carrying out this responsibility are included in Defense Food Order No. 5 and a sub-order. The purpose is to assure that available supplies of fertilizers are used for those crops and in those areas in a manner which will make the greatest contribution to needed food and other agricultural products.
- (h) Documents Relating to Farm Equipment and Repair Parts. USDA's responsibilities for emergency controls over the distribution of farm equipment and repair parts are described in Defense Food Order No. 6. Procedures which will govern the immediate

post-attack distribution of these items are described. The Order includes a list of the equipment covered. A sub-order provides a self-certification procedure for farmers to use in procuring certain repair parts. Another sub-order covers procedures for distribution of new farm equipment.

- (i) Emergency Rural Fire Control. Under the Secretary's delegation the U. S. Forest Service has primary responsibility for planning with the States and other Federal agencies for emergency rural fire control. As a part of this and regular program activities, they have developed State and regional fire control plans covering a major part of the Nation. The plan for carrying out Forest Service emergency responsibilities has been consolidated in the "Chief's Disaster Plan for National Emergency."
- (j) Food Production Responsibilities. The primary responsibility for food production in the post-attack situation is assigned to ASCS. Procedures for carrying out all of this agency's emergency responsibilities have been consolidated in a handbook entitled "Defense Programs and Services (1-DP)".
- (k) Defense Emergency Credit. To assure that farmers have adequate credit in an emergency to produce needed food, the Farmers Home Administration (FHA) has developed and issued FHA Instruction No. 440.4 "Defense Emergency Loan Policies and Authorizations". The ASCS is developing instructions on providing necessary defense emergency credit to firms primarily engaged in handling food and other resources for which USDA is responsible.
- (l) Military Food Claimancy Procedure. The Defense Supply Agency and USDA have developed and issued a joint procedure for military claimancy for food during a post-attack period. This has been issued by DSA as a part of "Annex N of the DSA War and Emergency Support Plan". The appropriate sections of this DSA Annex have been provided to USDA State

Defense Boards, together with supplemental instructions in USDA State Defense Board Emergency Record Memorandum No. 175.

(m) Attack Analysis. Instructions on Attack Analysis for use by USDA State Defense Boards (interim issued) have been issued. The purpose is to estimate where (1) actions are likely to be necessary for the safety of the Board, (2) estimate where heavy fallout and fire spread are likely, and (3) provide the Board with a basis for anticipating the problem which they must handle. These instructions deal primarily with how to make the initial estimates of the effects of attack and how to use initial reports on fallout.

(n) Guidelines Governing U. S. - Canada Cross Border Movements of Food in an Emergency. The guidelines were developed and approved jointly by the USDA and Canadian officials. Copies have been prepositioned with USDA State and County Defense Boards bordering Canada. Canadian counterparts have been furnished copies through Canadian channels.

V. EMERGENCY ORGANIZATION, FUNCTIONS AND STAFFING:

The USDA plans for an emergency are part of the government-wide program for preparedness developed under policy guidance provided by OEP in the Executive Office of the President.

(a) Relationship to ODR. If the President activates the proposed Office of Defense Resources, it will provide USDA and other resource and claimant agencies with policy guidance needed to assure a coordinated national program consistent with the Nation's post-attack capabilities. It will also adjudicate any interdepartmental dispute on resource claimancy and allocations and advise on all departments and agencies policy determinations of the President affecting the resource management authorities and responsibilities of the Federal government.

(b) Organizational Arrangements in USDA. A chart showing USDA's field organization for carrying out its emergency

responsibilities is attached as Exhibit A. USDA peacetime arrangements for meeting its emergency responsibilities are as follows:

- (1) The Secretary of Agriculture has defense responsibilities under Executive Order 10998 and Executive Order 10958 covering assurance of adequate food and related agricultural products for use in either limited or nuclear war. The responsibility for carrying out these functions has been delegated within USDA, with the direction for the preparedness phases of the program being given to an Assistant to the Secretary. His responsibilities include: maintaining liaison with other Executive departments and agencies; maintaining liaison with Congress with respect to policy matters; supervision and direction of USDA national, State and County Defense Boards; maintaining the USDA part of the National Executive Reserve Program; and providing policy guidance to USDA agencies in carrying out specific-defense assignments. He supervises USDA Emergency Program Coordinators who provide liaison with the eight OEP-OCD Regional Offices, with State Civil Defense officials, and with USDA State and County Defense Boards. Operational guidance to State and County Defense Boards is through the ASCS channels.
- (2) The over-all organizational objective is to provide leadership and coordination throughout USDA of emergency preparedness plans and programs which will insure the maximum utilization of food and agricultural resources under conditions of a national emergency and assure coordination of USDA plans with those of other governmental organizations. USDA Emergency Program Coordinators and State Defense Boards provide assistance to State governments in their emergency planning to assure coordination of their plans, such as food rationing and for rural fire control, with USDA arrangements.
- (3) USDA Defense Boards at the national, State and County (or Metropolitan area) levels are active in developing preparedness for all types of emergencies. USDA

State and County Defense Boards have instructions in the form of "Defense Operation Handbooks" to guide them in carrying out their emergency responsibilities.

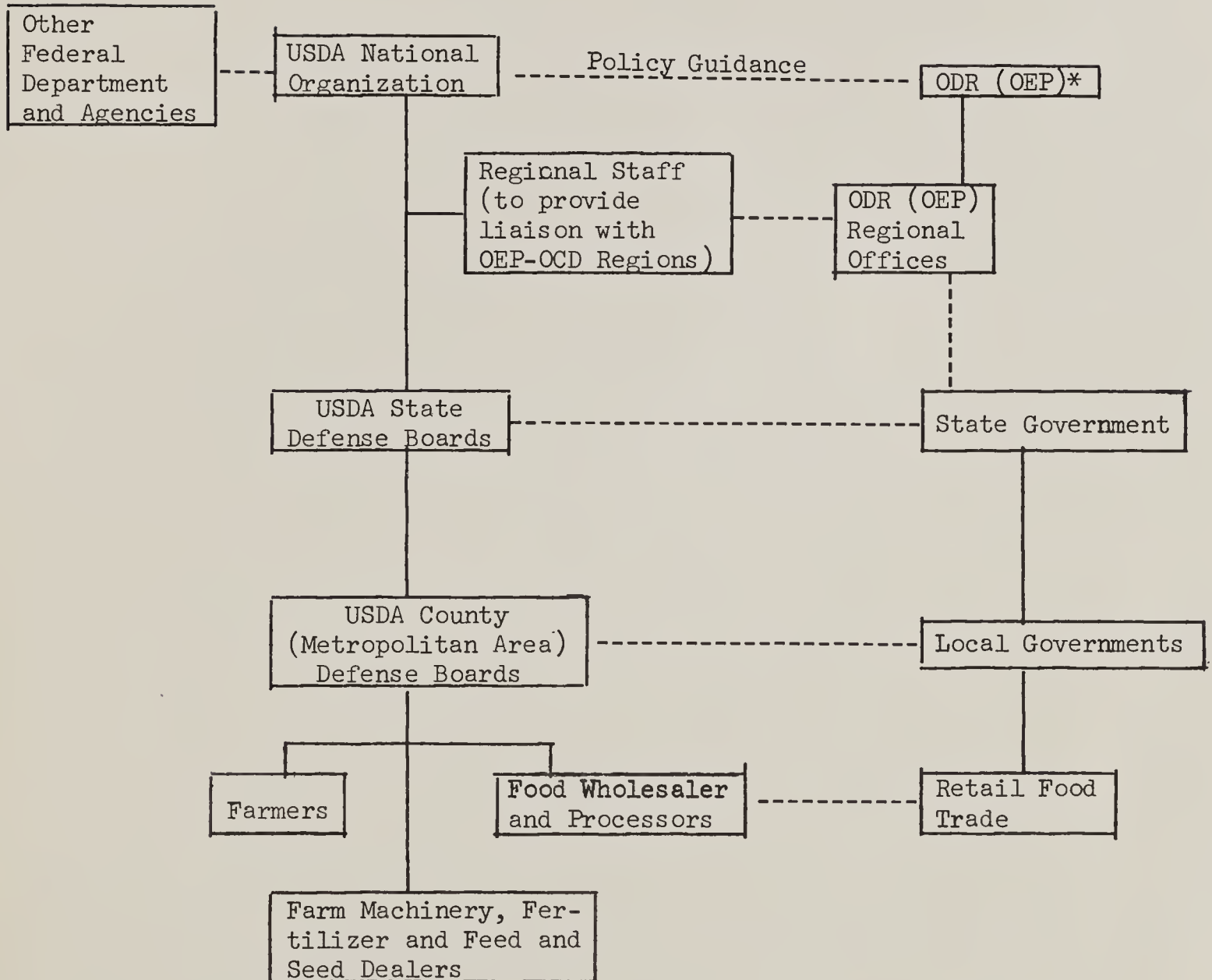
As stated above, USDA plans to use its regular headquarters and field employees to carry out emergency responsibilities. Present employees, through the field "Defense Board" organization, are authorized to carry out emergency assignments and responsibilities of the USDA. A limited number of Executive Reservists will assist and supplement present USDA personnel. Most of these are from the food industry, but a few are from segments of the economy representing food processing machinery, food containers and packaging, farm equipment, fertilizers and other agricultural chemicals, livestock feed, seed, and fuels.

Staffing assignments for a post-nuclear attack period have been developed both at the national and field levels.

Emergency Action Documents

1. Defense Production Act of 1950, as Amended
2. Executive Order 10480
3. Executive Order 10958
4. Executive Order 10998
5. Commodity Credit Corporation Charter Act
6. Defense Mobilization Order 8400.1
7. Federal Civil Defense Act of 1950, as Amended
8. USDA Administrative Regulations, Chapter 4 of Title 1, "Defense Responsibilities in USDA"
9. USDA Delegations 1 through 7 entitled:
 - Delegation 1 - Emergency Delegation of Priorities and Allocations Powers
 - Delegation 2 - Secretary of Interior - Delegation of Authority With Respect to Fishery Commodities or Products
 - Delegation 3 - Designation of Claimant Agencies With Respect to Food
 - Delegation 4 - Census Bureau - Delegation of Authority With Respect to Certain Reports Under Defense Production Act
 - Delegation 5 - Procurement and Use of CCC Commodities - Emergency Delegation
 - Delegation 6 - Administration of ASCS Programs - Emergency Delegation
 - Delegation 7 - Administration of Commodity Credit Corporation Activities - Emergency Delegation
10. USDA State Defense Operations Handbook
11. USDA County Defense Operations Handbook
12. Defense Food Order No. 1 - "Procedure Governing Petitions and Appeals"

13. Defense Food Order No. 2 - "Food Management"
14. Defense Food Order No. 3 - "Distribution and Use of Seed"
15. Defense Food Order No. 4 - "Distribution and Use of Feed"
16. Defense Food Order No. 5 - "Distribution and Use of Fertilizer"
17. Defense Food Order No. 6 - "Distribution of Farm Equipment and Repair Parts"
18. Emergency Fire Control - "Chief's Disaster Plan for National Emergency"
19. ASCS Handbook "Defense Programs and Services" (1-DP)
20. FHA Emergency Credit Instruction No. 440.4 - "Defense Emergency Loan Policies and Authorizations"
21. Annex N to DOD's DSA War and Emergency Support Plan
22. USDA State Defense Board ER Memo No. 175 "Procedures Covering Military Claimancy for Food"
23. Supplement on Attack Analysis for Use by USDA State Defense Boards
24. Policy Guidelines Governing US-Canada Cross-Border Movements of Food in an Emergency

WARTIME USDA ORGANIZATION CHART

* ODR also adjudicates Interdepartmental disputes arising in connection with Resource Claims.

----- = Liaison

_____ = Policy direction

